

HOME OFFICE
AND
SCOTTISH HOME DEPARTMENT

Work for Prisoners

*Report of the Advisory Council
on the Employment of
Prisoners*



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HER MAJESTY'S STATIONERY OFFICE

1961

WORK FOR PRISONERS

THE FIRST REPORT OF THE ADVISORY COUNCIL ON THE EMPLOYMENT OF PRISONERS

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WORK FOR PRISONERS

To:

The Right Hon. R. A. Butler, C.H., M.P., *Her Majesty's Principal Secretary of State for the Home Department*, and

The Right Hon. John S. Maclay, C.M.G., M.P., *Her Majesty's Principal Secretary of State for Scotland*.

I. Introduction

1. You appointed us with the following terms of reference:

"To be a standing council to advise on the organisation and management of industries in prisons and borstals, including the supply of sufficient and suitable work; the development of other forms of employment for inmates; the industrial training of inmates; and related questions."

We held our first meeting on 18th January, 1960.

2. Since our appointment we have unfortunately lost one of our number through the early and much regretted death of Mr. C. N. Ward-Perkins, who would no doubt have contributed much to our deliberations. On 15th November, 1960, Mr. A. M. Anderson was appointed a member of the Council and we have been glad to welcome him.

3. This report represents the fruits of about a year's work by the Council. There have been six meetings of the full Council and many more meetings of sub-committees which we have appointed to consider various aspects of our subject. Members of the Council have paid many visits to prisons and have had informative discussions with members of most of the grades of staff employed by the Prison Commission and Scottish Home Department.

4. Faced as we were at the outset with a very large subject, we decided, having studied the main relevant facts and figures, to turn our attention first to what seemed to us to be the heart of the subject, namely, the industrial employment of prisoners inside prisons. We have not yet, therefore, studied, for example, the employment of young persons in borstals, nor the employment of offenders of any ages on work outside penal establishments. We do not, indeed, claim to have completed, once for all, our study of industrial work inside prisons; but we consider that we have reached the stage when it is fitting for us to record our findings in the hope that they will be of early practical value.

5. Our report covers England, Wales and Scotland. The penal establishments in England and Wales are controlled by the Prison Commission and there is a separate but similar system in Scotland under the control of the Scottish Home Department. In order to avoid tedious repetition and qualifications, we indicate in Section XII the extent to which the remainder of the report does not apply to Scotland, and what different conclusions we have reached in the light of different conditions in that country.

II. Prisons, prisoners and prison industries in England and Wales

6. There is no need for us to give a full account of the prison system or detailed statistics of prisoners and prison industries in England and Wales. These will be found in "Prisons and Borstals", published by H.M. Stationery Office, and the annual reports of the Prison Commissioners. It is convenient, however, to call attention here to some of the main relevant facts on which we have based our findings and recommendations.

THE DIFFERENT CLASSES OF PRISONS

7. The three main classes of prisons are local prisons, regional prisons and central prisons.

8. The "general" local prisons receive all persons when they are first committed to prison by a court. The bulk of the prison population is to be found in these prisons, of which there are 25, but there are also "special" local prisons, which include open prisons for suitable prisoners serving relatively short sentences, and closed prisons to which certain classes of prisoners are transferred.

9. Prisoners are also sent to regional prisons and central prisons if they qualify for this by reason of the nature or length of their sentences or on personal grounds. Regional prisons are of varying types, but they all have in common a greater emphasis on training, both industrial and general, than is at present possible in local prisons. They include open, semi-secure and fully-secure prisons.

10. Central prisons are for prisoners serving long sentences of imprisonment or preventive detention. They normally go to a central prison after a period in a local prison. There are separate central prisons for "stars" (i.e., normally, first offenders) and for recidivists.

CHARACTER OF THE PRISON POPULATION

11. The prison population is best expressed as a daily average over a period. In 1959 the daily average population of prisons (excluding other penal establishments such as borstals) was 22,136, of whom 21,419 were males and 717 females. Some of these were not available for employment either because they were civil or untried prisoners (who are not obliged to work) or because, though convicted prisoners, they were too ill to work or were in transit, etc. Those that were available for employment amounted to 19,931 (19,361 males and 570 females). They include not only convicted prisoners, but also a number of civil and untried prisoners who elected to work.

12. Many persons are committed to prison for short periods only. Though they account for a high proportion of the number of receptions into prisons, owing to the rapid turnover they form only a small proportion of the average population. The following table shows the daily average number of persons

in prisons in 1959 who had been sentenced to imprisonment, corrective training or preventive detention divided accordingly to length of sentence:

DAILY AVERAGE POPULATION OF PRISONS IN 1959

Persons sentenced to imprisonment, corrective training or preventive detention

<i>Length of Sentence</i>	<i>Males</i>	<i>Females</i>	<i>Total</i>	<i>Percentage of Grand Total</i>
Under 6 months	2,323	161	2,484	12.9
6 months and less than 12 months	2,846	114	2,960	15.4
12 months and over	13,490	299	13,789	71.7
Totals	18,659	574	19,233	

13. There is therefore a large body of prisoners whose sentences are sufficiently long to enable them to be given useful work requiring some training, but there is also a substantial number for whom work must be found which requires no or very little training.

DIFFERENT KINDS OF EMPLOYMENT

14. In 1959 the prisoners who were available for employment were employed as follows:

Manufacturing	11,205
Outside work	317
Farms	836
Works services	1,846
Domestic services	5,007
Vocational and industrial training	720
Total	19,931

15. We have so far concerned ourselves only with prisoners available for employment on manufacturing. This term covers a great many different prison industries.

DIFFICULTIES IN ORGANISING SUITABLE WORK FOR PRISONERS

16. In successive annual reports the Prison Commissioners have called attention to the conditions which make it difficult to employ prisoners on suitable work for a reasonable number of working hours.

17. The general local prisons are grossly overcrowded; they are old buildings never intended for modern penal methods (including the provision of work in conditions comparable to those of modern industry); and there is a shortage of prison officers. The results of overcrowding are that there are far more prisoners in each local prison than can be accommodated in the existing workshops with as much working space for each prisoner as is found in modern factories; that there is little space for new workshops; that movement about the prisons under secure conditions is a very slow process; and that frequent

transfers of prisoners from one prison to another are necessary in order to equalise the burden of overcrowding. The old buildings were intended primarily for cellular confinement and not for the freer movement and association of prisoners which is a feature of the modern penal system and is essential to worthwhile employment. The shortage of prison officers aggravates the other difficulties by confining all the manifold prison activities, including the working hours of prisoners, within the span of a single shift of prison officers. Finally, the industries of local prisons suffer from a very high labour turnover (over 300% per annum) due, not only to the discharge of short sentence prisoners and "overcrowding transfers", but also to the transfer of suitable prisoners to open local prisons, regional prisons and central prisons.

18. The results are that prisoners' working hours in some general local prisons are as few as 16 hours a week; that even during these short hours prisoners are removed from the workshops for various other prison purposes, such as bathing, interviews, etc.; and that the development of better types of work is gravely hindered. This is a grim picture, but the very large prison building programme gives hope for the future; and we feel sure that even in present conditions much can be done to improve prison industries.

19. Conditions in open, regional and central prisons, which are not allowed to become overcrowded, and which have a more adequate staff of prison officers, are a great deal better. There the working hours of prisoners are comparable to those in industry outside prisons, and it is possible to organise good constructive work. Even in those prisons, however, there is some conflict between the claims of useful employment and other forms of training for prisoners, with the result that working hours are liable to interruption and efficiency suffers.

III. The purpose and value of work in prisons

20. To the question, "Why should prisoners work?" the community has given different answers at different times; and it is by no means certain that everyone today would agree on what is the right answer.

21. One answer that has been given is that work is part of a prisoner's punishment. A century ago this was generally accepted and work for prisoners was deliberately made as hard and degrading as possible; but this policy was abandoned long ago and we do not propose that it should be revived. Work may be a punishment to a lazy prisoner. Where this is so we do not deprecate it. We take the view that prisoners should be required to work neither more nor less hard than is expected of honest citizens.

22. Another answer is that work is merely a means of keeping prisoners occupied and so out of mischief, and hence that what they do matters little. We reject this answer also: we consider that it matters a great deal what kind of work a prisoner is given to do and how it is organised.

23. We believe, first, that the fundamental reason why prisoners should work is that every person should make the best contribution he can to the community; secondly, that suitable work, if properly organised, is a most valuable part of a prisoner's training; and, thirdly, that prisoners represent a considerable labour force which ought not to be wasted.

24. Our first and third propositions need not be elaborated. The second forms the basis of our approach to the problems laid before us.

25. We take it to be generally accepted that it is the duty of the prison authorities to do their best to turn a prisoner away from crime. This principle has, indeed, statutory authority. Rule 6 of the Prison Rules, 1949, says: "The purposes of training and treatment of convicted prisoners shall be to establish in them the will to lead a good and useful life on discharge, and to fit them to do so".

26. We hold the view most strongly that good work, that is, work of good quality, is good training. We are not penologists and do not pretend to have any special insight into the causes of crime or ways of preventing it. We are confident, however, that if a criminal, a man who perhaps, ever since leaving school, has done little more than a few days' casual work, can be shown during his prison sentence how to do a typical industrial job and be required to work at it for a normal working week under normal industrial conditions, there is a much better chance of his being able and willing to get and keep an honest job on discharge than if he had not been given such work while in prison. We do not say that this would invariably turn criminals into honest citizens, but no other kind of prison training that has so far been devised has proved wholly successful. It is well-known that the few weeks following a prisoner's discharge is a critical period during which even a small thing may determine whether he reverts to crime or not. Much may depend on his ability—and on his confidence

in his ability—to do a job in industry as an alternative to trying to make his living by crime. Much may also depend on whether he is already accustomed to doing a good day's work.

27. The importance of preparing prisoners for honest work is already recognised by the provision of training for suitable prisoners in skilled trades. No doubt a prisoner who, having entered a prison without any industrial skill and having taken a course of vocational training, leaves it with considerable skill in a trade, is likely to be sustained by the knowledge that he is much better equipped than before for good, honest work, and that he has abilities that he may not previously have suspected. But few prisoners whose sentences are long enough to enable them to take a course of training in a skilled trade would have the ability to profit by it, and such a course is impracticable for short-term prisoners. Moreover, most jobs in modern industry which may be open to prisoners on discharge are jobs requiring not so much specific skill in a trade as general experience in modern industrial techniques and conditions. It is our view that it is both highly desirable and practicable to give such experience, not merely to a handful of prisoners, but to the great majority of them.

28. A further point to which we attach considerable importance is the need to promote good relations between prisoners on the one hand and prison officers and instructors on the other. This is an object that the prison authorities are already pursuing as part of the general training of prisoners in social relations. We believe that an excellent way of attaining it is to provide useful, satisfying work and reasonable industrial conditions in which a good working relationship can be established between the prisoners and the prison staff.

29. We have said that good work is good training. We are not qualified to express an opinion on whether good work is the best of all forms of training. This is for the prison authorities to decide, but it seems to us that their policy about it is uncertain. We have found much enthusiasm for the efficient development of prison industries, but we have also found some readiness to let activities other than work take precedence. Since penology is not an exact science, there is clearly much justification for a tentative or pragmatic approach. Unfortunately, it is no more possible in prisons than outside them to have well-run industries if there is uncertainty about whether or not industrial efficiency should be subordinated to other considerations.

30. It is our contention that the benefits that may be derived from employing prisoners in well-run prison industries fall steeply as efficiency drops below a reasonable level. We would emphasise that we are not arguing in favour of efficiency merely for the sake of maximum production in prison industries, though there is, of course, much to be said for that alone. We are saying rather that without efficient organisation industrial work in prisons will be of little value as a form of general training. If a prisoner's working hours are short, if they are constantly interrupted, and if the tempo of the workshop is slack, he will not on discharge be ready to do a normal day's work. If the quality of the work is poor, if the machines are unsuitable and the workshop badly run, he will not be made to feel that he is doing a worthwhile job in prison, and that he is qualified to do one on discharge.

31. In short, we submit that a half-hearted approach to industries in prisons is of little use. We do not say that the present approach is deliberately half-hearted. In Section II we described some of the formidable difficulties with which the prison authorities have to contend. But we do say that a clear decision must be taken on whether to pay the price of making prison industries a good form of training, the price being priority for a big effort to raise efficiency.

32. The rest of our report is devoted to what we believe can and should be done.

IV. Suitable work for prisoners and its availability

33. We were told at the outset of our inquiry that there had long been a shortage of suitable work for prisoners. We therefore made it our early business to consider what, in all the circumstances, constituted suitable work and how far it could be made available.

CHARACTERISTICS OF SUITABLE WORK

34. Perhaps the most important characteristic of suitable work is that it should be clearly purposeful. By this we simply mean that prisoners should know that the product of their labour will be put to good use; in other words, that they are not being required to work merely to pass the time and keep them out of mischief. To many people this may seem so obvious as not to need stating, but we are not convinced that it is universally accepted. It is, however, of fundamental importance to our conception of work as a good form of training for prisoners. It is demoralising for prisoners to know that they are virtually wasting their time.

35. The work should be both typical of that found in modern industry and capable of being organised in prisons on sound industrial lines. We said in Section III that the aim should be to get prisoners accustomed to jobs which are similar to those which they may be able to get on discharge. Prison industries should not be a world of their own. They are necessarily separated by the prison walls from factories employing free men, but as far as possible they should be regarded as part of the industries of the country and should be organised on similar lines. This would ease the transition of a prisoner from prison to honest work outside, a transition which, we understand, is often a very difficult matter.

36. We would emphasise that it is not sufficient merely to provide prisoners with work similar to that done by free men. It must be organised on similar lines, and if it cannot be so organised in prisons it is unsuitable. The sewing of mailbags, though not good work, is not necessarily objectionable. What is objectionable is the practice, which was current until very recently, of requiring prisoners to sew mailbags by hand while machines stand idle because otherwise the prisoners would run out of the work available. We mention this as a notorious example of bad work for prisoners, but there are also other kinds of work which, though potentially good work, are organised on old-fashioned or inefficient lines. If such work cannot be better organised in prisons, it is not suitable work.

37. The bulk of the work provided for prisoners must be capable of being done reasonably well with only a short period of training, and some work must be provided for very short-term prisoners which can be done with no or very little training. Since, as we have indicated in Section II, about 70% of prisoners are serving sentences of twelve months or more, it might be thought practicable to employ a large number on work requiring a substantial period of training. This is not so: some prisoners may be so employed but not the majority. Even in central prisons for prisoners serving long sentences the labour turnover in

the workshops is over 200% per annum. We consider this to be unnecessarily high and shall refer to it later in this report, but some of it is unavoidable.

38. Space for workshops in prisons is limited. As we have said, the general local prisons are grossly overcrowded and even in other prisons and in the new prisons to be built it would not be right to establish industries requiring a very large amount of workshop space for each prisoner employed. Suitable work must, therefore, be reasonably economical of space.

39. There must be good prospects of a continuing supply of work of the same kind. If, as we hope and recommend, prison industries are to be expanded and better equipped and organised, arrangements must be made for a regular supply of work to justify this. It is not merely a matter of wasting money through the under-employment of resources, though this is important. A regular supply of work is also necessary if work is to be good training. Without it a reasonable tempo cannot be maintained in the workshops. Slack workshops provide bad training for prisoners.

40. It might be thought that the question of competition between the work of prisoners and the work of free men should not arise, since it is at least as important that prisoners should not be idle and a heavy charge on the community as it is in the case of free men. In practice, however, it is inevitable that, if prison industries were seen to be causing unemployment and putting employers out of business, there would be an outcry. Whether this would be wholly justified or not, it would clearly be better to prevent the issue from arising. We are confident that it can be. Though 20,000 prisoners constitute a considerable labour force if considered as a single unit, they represent only about 0.1% of the working population of this country, and it should not be difficult to provide such work for prisoners as would have no appreciable effect on the interests of employers or workers outside prisons.

41. We understand that a conflict has arisen between the interests of work for prisoners and work for "sheltered workshops", i.e., workshops specially established for blind and disabled persons. This is regrettable and in formulating our proposals for the development of prison industries we have kept in mind the need to avoid taking work away from sheltered workshops.

42. The physical and mental capacity of prisoners varies greatly. We do not advocate any more variety of work than is necessary, since this would make efficiency harder to achieve, but it is clearly right that vigorous young men should be given work which will make considerable demands on their energy, and that older or incapacitated prisoners should be given work which they can do. The point is obvious but the need for variety of work on these grounds must be remembered.

43. Finally, it is no doubt desirable that there should be a certain amount of open air work and work that suitable prisoners can do outside the prison limits. We have not, however, studied such work in any detail and can say no more about it in this report.

SUITABLE TYPES OF WORK

44. It may seem from what we have said above that there are so many desiderata for suitable work for prisoners that it will be hard to find. We are confident that this is not so.

45. In Sections VIII, IX and X we report on the inquiries we have made into the major prison industries. These inquiries, though brief, satisfied us that there is much suitable work at present being done in prisons, and that more still is available. It will be convenient if at this point we make some general remarks on the kind of work we consider suitable.

46. A very large part of the work in modern industry consists in the performance of fairly simple repetitive work on production lines. Such work is from every point of view eminently suitable for prisoners. It is useful; much of it can be organised in prisons in the same way as it is in industry outside; it requires only a short period of training; it will give prisoners some experience and skill which will help them to get and keep a job on discharge; much of it does not need a great deal of space in workshops; and the production of even highly efficient prison workshops will form only a negligible proportion of the national production and will not therefore be a threat to the interests of anyone.

47. We are under the impression that in the past such work for prisoners has not been looked upon with favour on the ground that it is uninteresting and therefore of little value as training. We appreciate that the life of a prisoner is more monotonous than the life of a free man, and if it were practicable to provide work for prisoners that was highly interesting for its own sake, was suited to the capacity of the majority of prisoners, capable of efficient organisation in prisons and typical of work which would be available to prisoners on discharge, we would not hesitate to recommend it; but we know of no such work. Moreover, we consider that the monotony of the work we recommend can easily be exaggerated: there may well be more satisfaction to be gained from such work if it is well-organised in good conditions than from desultory work of the handicraft type. And in many prisons it is no longer a fact that outside his working hours a prisoner spends most of his time in his cell. We see every reason, with the facilities which are being increasingly provided for prisoners to spend their leisure hours together, why they should be expected to do the same sort of work as that performed by great numbers of free men and women.

48. Much of the kind of work we recommend is suitable for fairly short-term prisoners since adequate training for the simplest tasks, if properly organised, can be given in a week or so. We have not yet, however, studied as fully as we propose to do the provision of suitable work for very short-term prisoners.

49. For prisoners serving very long sentences courses of training in skilled trades are highly desirable where the prisoners are capable of benefiting from them. Those that are not may still find suitable employment for long periods on the kind of work described in paragraph 46. They do not necessarily have to remain for the whole of their sentences in one industry, but we emphasise elsewhere in this report that we consider it neither necessary nor desirable to give prisoners frequent changes of work.

THE AVAILABILITY OF SUITABLE WORK

50. No simple answer can be given to the question whether there is at present enough work for prisoners. Some industries have more than they can cope with. For example, the tailoring and textile industry making clothing and equipment for prisoners is badly behind schedule. More workshops for this industry are being provided in the new prisons and in the existing prisons where space is available.

51. On the other hand, in some local prisons there are difficulties in keeping certain classes of prisoners occupied because the existing workshops are inadequate. The provision of more workshops is impracticable in a number of prisons because there is no space for them. The only effective solution to these difficulties is the opening of new prisons. It is, of course, no solution to transfer prisoners from these prisons to those where there is more work than they can cope with since the latter are already full up or overcrowded.

52. These anomalies will, we hope, be abolished when the new prisons are completed. In a different sense, however, all prisoners in general local prisons are seriously under-employed in as much as their working hours are far shorter than those prevailing in modern industry. If prisoners' working hours are greatly increased, much more work must be provided for them. Moreover, an improvement in efficiency will also lead to a demand for more work.

53. The primary source of work for prisoners lies in the requirements of the Prison Services themselves. As we have said, at present these requirements are not being met on time and some purchases have had to be made to meet the deficiencies. There is not, however, much more work available from the Prison Services than is done at present and the additional work must come from elsewhere.

54. The second main source of work for prisoners lies in other Government departments. It was calculated recently that, if unsuitable work was abolished, the remaining work was efficiently organised and prisoners were employed for 40 hours each week, the amount of work provided from outside the Prison Service in England and Wales would need to be quadrupled. This seems a formidable increase but it represents only 0.06% of the work of the total working population of the country. Enquiries made on our behalf suggest that this extra work could be made available by other Government departments. Some of the work done by sheltered workshops also comes from other Government departments. We are satisfied, however, that, in the industries which we recommend should be expanded and which are also carried on in sheltered workshops, an expansion in the work done in the prisons need not be at the expense of the sheltered workshops since these two are not the main source of supply of Government requirements. Care would in every case no doubt be taken to ensure that the sheltered workshops were not adversely affected.

55. This extra work is not, however, to be had merely for the asking. The record of the prisons in the fulfilment of contracts is, frankly, bad. Here is another reason for improving the efficiency of prison industries: unless departments which have contracts to let are given grounds for confidence that the prisons will produce the goods on time, the prisons cannot expect to get

the contracts. But we know of no reason why they should not get them if they demonstrate that they are efficient producers in terms of delivery dates and quality of goods.

56. If prison industries are to be reorganised and expanded considerably, they need, as we have said already, to have a reasonable assurance of a constant supply of work. The process of reorganisation and expansion is bound to present difficult problems. If departments with requirements which can be met by the prisons would inform the prison authorities of their requirements as far in advance as possible, it would greatly help the prison authorities in their formidable task.

57. While the bulk of the work for prisoners comes from the Prison Services themselves and other Government departments, there is a small amount of work done in prisons for private employers. We know of no general objection to this; on the contrary, we should like to see more work provided from this source.

58. We are not advocating that work should be given to prisoners at the cost of depriving free workers of their jobs or of undermining their standards in any way. Any work done by prisons for private employers should be charged for at market rates, and in fact this is the practice adopted by the prison authorities. If these conditions are satisfied, we think that there are positive advantages in prisoners' doing work sent in by private employers. We said in paragraph 35 that prison industries should be regarded as part of the industries of the country and not as a separate world on their own. Such arrangements help to maintain the connection.

V. The organisation of prison industries

59. We do not claim to have undertaken during the past year a profound inquiry into the organisation of prison industries and how their efficiency may be raised, but such studies as we have been able to make have led us to certain general conclusions and recommendations which we give in this Section.

PRESENT STANDARD OF EFFICIENCY OF PRISON INDUSTRIES

60. The efficiency of prison industries is very low in comparison with industry outside prisons. This is largely due to the difficulties which the prison authorities have to contend with at present, and of which we have given a brief account in Section II. Moreover, it is doubtful whether prison industries can ever be expected to reach quite as high a standard of efficiency as is found in an ordinary well-run factory. The reasons for this need little elaboration. The prison authorities have no say in the selection of their labour force, and it is composed of unwilling recruits. Though many prisoners are capable of good work, many have always fought shy of it; and though a few possess considerable industrial skill, most have little or none. The labour turnover is, as we have said, very large and must always be so in comparison with industry outside prisons. The need for security and the other special requirements of prison administration must, to some extent at least, impede industrial efficiency.

61. Nevertheless, we are convinced that efficiency can be considerably increased. We shall first say what measures we think ought to be taken within the prison industrial organisation, and, secondly, what should be done to reduce the difficulties over which the industrial staff have no control.

THE INTERNAL ORGANISATION OF PRISON INDUSTRIES

62. (a) Workshop organisation and tempo

In a number of the workshops which we have seen the layout and the organisation of the work falls short of the standards of the best modern methods of production. Only recently has line or group production been introduced into a few workshops. We recommend that it should be extended wherever possible. Linked with good workshop organisation is the maintenance of a reasonable tempo in the workshops. In too many workshops the atmosphere is one of desultory activity rather than "a hive of industry". Many prisoners accustomed to prison workshops must feel bewildered and inadequate on taking a job in a normal factory.

(b) Production management

The organisation and management of prison industries needs improving. In present conditions there are, of course, many difficulties: careful planning is liable to be frustrated by factors outside the control of the management to such an extent as to discourage planning other than in the most general terms. But better planning there must be if efficiency is to be increased. Good planning is essential to the fulfilment of orders on time, a matter to which we

have already referred. As far as possible the accepted principles of simplification, specialisation and standardisation should be applied in the development of modern schemes of production scheduling and control. This would require more staff but we see no reason why prisoners with the necessary ability and qualifications should not be employed on this. The prison population always includes a number of such men.

(c) *Expansion of prison industries*

The most suitable prison industries should be expanded. We give some detailed recommendations about this in Sections VIII, IX and X.

(d) *Job training*

Improvements need to be made in the training of prisoners for work in prisons. We enlarge on this subject in Section VI.

(e) *Incentives for prisoners*

Though unwilling members of the prison labour force, most prisoners will work, and work well, if given reasonable inducements to do so. We have made a special study of this subject and Section VII is devoted to it.

(f) *Supply and storage of raw materials*

We were surprised to learn that the raw materials for prison industries are often obtained by inviting competitive tenders to supply the needs of each contract or order as it turns up, and that commonly each prison seeks the materials it needs. This is quite contrary to the practice in outside industry. We consider that there is a strong case for more bulk buying of some materials for long-term requirements. It should not be difficult to obtain a convenient storage depot for this purpose. It could also be used to store completed articles which the ordering prison or department were not ready to accept, thus saving storage space in prisons. Alternatively, ordering departments might be asked to supply raw materials.

(g) *Workshop machinery*

Most of the machinery provided in prison workshops is good. If, however, certain prison industries are to be expanded by the provision of a greater quantity of simple, repetitive work, the selection of suitable machinery will need very careful consideration.

For this kind of work there is often a choice between a highly specialised machine designed for the particular purpose and a machine of more general utility. For maximum efficiency the specialised machine is essential. These machines are simple to use and more prisoners could be put to work on them with a shorter period of training.

On the other hand, the specialised machine is likely to be expensive. Its cost can be justified only if there is an assurance of a continued market for its products and it is in use for a good proportion of each working day. A machine which could be used for a wider range of purposes might be preferable if these conditions

could not be met. Such a machine, which requires more skill in operation, also gives a better opportunity of teaching more skilled work to prisoners who are capable of learning it.

We cannot at present do more than draw attention to these factors.

(h) The allocation of labour

We are under the impression that, in several prisons at any rate, insufficient attention is given to the placing of prisoners in the most suitable jobs. We appreciate that non-industrial considerations will sometimes arise. For example, it may be necessary to keep prisoners apart who are known enemies. We feel, however, that the allocation of prisoners to jobs is sometimes made without a full appreciation of the value of suitable work, and that more weight should be given to the industrial experience and aptitudes of prisoners.

OTHER MEASURES TO IMPROVE THE EFFICIENCY OF PRISON INDUSTRIES

63. The efficiency of prison industries is greatly affected by factors arising from the general administration of prisons. We have the following recommendations to make:

(a) The length of prisoners' working hours

We make no apology for returning to this subject. Prisoners' working hours must be increased to what is normal in modern industry. Without this or something near it suitable work can do little or no good. We know that the prison authorities are devoting much thought to how an increase can be achieved. The prison building programme will, we hope, do much to abolish the overcrowding which is the source of so many of the present difficulties. In addition an increase in the number of prison officers is essential.

(b) Interruptions in prisoners' working hours

Much the same applies to interruptions in prisoners' working hours. With more new prisons, and fewer prisoners and more staff in the existing local prisons, there should be little excuse for interrupting a prisoner's working hours other than for matters of real urgency. We think that even now there would be fewer interruptions if there was a clearer sense of the importance of work as a form of training.

(c) Labour turnover in workshops

We have referred to labour turnover also. Clearly, efficiency requires that it should be kept to the minimum. But there is a further point that we should like to emphasise. We understand that in some prisons fairly frequent changes of work are given as a matter of policy in order to sustain the prisoners' interest. We believe this policy to be mistaken. In our view, if the work is suitable and well-organised, it is good for a prisoner to be required to stay in the same job for a reasonably long period. This, rather than frequent changes of job, is likely to teach prisoners to persevere in honest work.

(d) *Consultation with industrial staff*

In our talks with members of the industrial staff of prisons the most common complaint we heard was that not enough regard was paid in prisons to the views and needs of the industrial staff. We realise that every section of any undertaking is liable to complain that it is insufficiently consulted, but we think that the industrial staff of prisons may have a genuine grievance.

The most common particular complaint is that prisoners are removed from workshops, either temporarily or permanently, without notice or even, occasionally, notification. Sometimes, we were told, key workers are removed without the instructors' having had an opportunity of training successors. Some industrial managers complain that they are not kept informed of developments that affect their work.

Such are the exigencies of prison administration that, with the best will in the world, prior consultation is often impracticable; but we are not convinced that, when it is practicable, it always occurs. Lack of consultation not only leads to inefficiency but is also bad for the morale of the industrial staff, who are liable to feel that their work is of little account. We recommend that the prison authorities give some thought to the possibility of improving relations between the industrial staff and the other staff of prisons.

VI. Job training

64. No doubt one reason why some people follow a life of crime is that it has never been brought home to them that they are capable of doing a satisfying, honest job. Where in such cases they have the ability to do a skilled job, it is highly desirable that they should be given the necessary training. This is the purpose of vocational and industrial training in prisons. Both of these consist of courses of training in skilled trades combined with practical work, the main difference between them being that in industrial training the practical work is done in production workshops.

65. We propose to study vocational and industrial training. We have not yet done so because we have been concentrating our attention on prison industries, and have considered only job training, i.e., such training as is given to prisoners in order to equip them as quickly as possible for the efficient execution of work in prison. We appointed a sub-committee from among our membership for the purpose of this study.

EXISTING JOB TRAINING IN PRISONS

66. The officer of the prison who is responsible for the training of prisoners in the jobs they are given to do in the workshops is known as an instructor. He is also, however, foreman or "charge-hand" responsible for production, for the allocation of jobs within the shop, for supervision of work and for the inspection of the products. He is responsible to the industrial manager, who commonly has more than one prison to look after. The industrial manager is responsible to the governor through the steward. In England and Wales the Director of Industries and Stores exercises general control over prison industries through an executive and technical staff. (See Section XII for the industrial organisation in Scotland.) No single officer has job training as his sole responsibility.

67. High labour turnover, short working hours in local prisons, and interruptions in working hours reduce the efficiency of job training, as they do that of production, in prison industries. In local prisons labour turnover is as high as 320% per annum, and even in central and regional prisons it is over 200%. Interruptions in working hours are estimated to account for a loss of over 10% in local prisons and 4.5% in central and regional prisons. Effective working hours in some prisons do not exceed 16 hours a week. We consider that these conditions make efficient job training all the more important if a prisoner is to be made a good worker before he leaves the workshop for one reason or another.

THE ORGANISATION OF JOB TRAINING

68. We have formed the impression that job training has suffered from a lack of clear direction about how it should be organised. It seems to be left entirely to the individual instructor how he shall train his prisoners and the standards attained vary considerably.

69. At present there is no clear separation of training from production. We recommend that, where lack of space and other considerations prevent the

establishment of a separate training workshop for each industry in a prison, a part of the production shop should be set aside as a training area for the initial job training of a prisoner when he first enters the shop. Job training will, of course, take place periodically as a prisoner advances to more difficult work, but we recommend that no inexperienced prisoner should begin production work until he has received basic training sufficient for him to perform properly and safely the simplest task in the shop.

70. We consider that there should be more specialisation in job training within the industrial staff of the Prison Service. In workshops where inevitably there is only one instructor he cannot specialise in job training; but, where there are two or more, one should concentrate on training (even if he does not devote all his time to it) and should be responsible for all initial training.

71. We also recommend that there should be an officer in each of the Prison Services whose sole responsibility is job training, its methods and organisation. Only by such an appointment will it be possible to devote to job training the attention that it deserves and needs. It may be objected that such an officer's responsibilities would cut across those of many others, and that his existence would be a source of friction rather than make for greater efficiency. This argument is often heard in industry outside prisons, but it is becoming more generally recognised that a specialist of this kind can help managers and foremen to improve efficiency, and we see no reason why this should not become appreciated in prison workshops.

72. We have studied information about the proportion of instructors to prisoners. The proper proportion will vary from industry to industry and we can make no precise recommendation. But we consider it doubtful whether the very necessary increase in the efficiency of job training can be achieved without some increase in the total number of instructors, bearing in mind their responsibility for both instruction and the supervision of production. It seems to us that the scope for an increase in efficiency is such that the cost of increasing the number of instructors would be recoverable.

THE QUALIFICATIONS AND TRAINING OF THE INDUSTRIAL STAFF

73. We enquired into the qualifications required of instructors. In the more skilled trades the instructors are required to have served a full apprenticeship and to have at least five years' experience in the industry. Preferably they should possess a City and Guilds Certificate or its equivalent, and have had some teaching experience. In the less skilled trades the instructors, the great majority of whom are uniformed prison officers, are required only to demonstrate their ability to supervise and instruct in the work. Some of the instructors in the skilled trades also are prison officers for whom the qualifications were partly waived in view of their proved ability to do the job. Now, however, prison officers are appointed instructors in the skilled trades only if they have broadly the same qualifications as those required of civilian instructors.

74. We have no reason to suppose that in the main instructors lack the necessary basic qualifications, but we doubt whether many are sufficiently well-versed in modern techniques of instruction. Too little advantage seems to have been taken in England and Wales of the services provided by the Ministry of Labour in the way of Training Within Industry and training courses

in teaching for industrial instructors. We therefore recommend that all instructors should be given the T.W.I. Job Instruction Course, and, where appropriate, other T.W.I. courses. These courses could be run by members of the industrial staff of the Prison Services who had been given the necessary training by the Ministry of Labour. We understand that vocational training instructors have already attended such courses.

75. We consider it very important that industrial managers and other senior officers, including stewards and governors, should be given an insight into the purpose of T.W.I., and we accordingly recommend that they should at least take the T.W.I. appreciation course, as do managers in outside industry.

THE CONTENT AND PROCEDURES OF JOB TRAINING

76. We have already recommended that every prisoner should be trained up to a basic standard before beginning production work. It is at present impracticable for us to define more closely what the content and procedures of job training should be: they are peculiar to each industry. We can only recommend that they should be clearly prescribed so that each instructor knows what is required of him. This should be part of the responsibilities of the officer in charge of job training.

THE IMPORTANCE OF JOB TRAINING

77. We wish to emphasise that job training is essential to the efficiency of prison industries. Industry outside prisons has given increasing attention to job training in recent years as an important factor in achieving maximum efficiency, but in prison industries it seems to have been little regarded. We hope that the foregoing recommendations will lead to a considerable improvement in job training in prisons and hence to a corresponding improvement in the efficiency of prison industries. These recommendations are in no sense final, but they represent what is considered essential and feasible in the present prison situation. Further developments and improvements can be envisaged when these recommendations have been implemented.

VII. Prisoners' earnings

78. We were asked to make an early study of prisoners' earnings since the existing scheme had clearly proved unsatisfactory and it urgently needed revision. We accordingly appointed a sub-committee consisting of some of our members to conduct this study and report to the Council. In this Section we give our findings and recommendations.

79. We are aware that the remuneration of prisoners was one of the subjects studied by the United Nations Congress on the Prevention of Crime and the Treatment of Offenders which was held in London in August, 1960, and that the question whether prisoners should be paid normal wages at current rates was discussed at the Congress. It seems to us that this question merits further consideration, but that it raises wide penological and social issues which it would take a long time to study thoroughly. Since our advice on prisoners' earnings was needed urgently we decided that the most valuable work that we could undertake in the circumstances was to consider what changes, if any, ought to be made in prisoners' earnings without at this stage going into the possibility of a fundamental alteration in the scale of earnings.

THE PRESENT EARNINGS SCHEME

80. We were informed that the present earnings scheme was introduced in September, 1959. Its main features are that for seventeen weeks after reception into prison (known as "the beginners' period") every prisoner is paid the minimum rate of 2/3d. a week; that thereafter a prisoner may be paid from 2/3d. to 6/- a week according to merit; but that in a local prison the average earnings of prisoners who have completed the beginners' period must not exceed 3/6d. a week and in other prisons must not exceed 4/- a week.

81. We understand that under the previous scheme the rates of pay were generally lower, but that where appropriate payments were on a piece-rate basis. This scheme apparently provided a good incentive to effort and for the most part was easily understood by and acceptable to prisoners. We were told, however, that it had serious drawbacks. For prisoners paid on flat rates there was insufficient difference between the minimum and the higher rates payable to prisoners of exceptional industry. Among prisoners paid on piece-rates it was common to find that nimble-fingered recidivists employed on work such as the hand-sewing of mailbags received higher payments than skilled workers in a better class of industry.

82. The present earnings scheme was intended to overcome these anomalies, increase the earnings received by the lower paid prisoners and give governors more discretion to reward real merit.

83. We regret to have found that these admirable intentions have not been matched by equally good results. The increase in the minimum rate was generally welcomed, apparently by both prison staff and prisoners, and the only criticism we can make here is that it seems to have been overdue at the time and has now been overtaken by the increase in the price of tobacco following the 1960 Finance Act. We return to this later. But we were informed that the other

features of the scheme have not, in the light of experience, found favour with anyone in the Prison Service or with the prisoners themselves. This is certainly true of those officers and prisoners with whom we have discussed the matter.

84. The chief defect in the scheme is that it provides less incentive to hard work than the earlier scheme did, and that production has fallen in consequence. This fall has been estimated in different prisons as varying between 5% and 40%. The average is probably about 20%. Another defect is that some prisoners at least regard the present system as less fair than the old one in that there is a poorer reward for industry, that idle prisoners are more favoured and that there is no clear basis on which the earnings of individual prisoners are fixed. As one prisoner put it: "Under the old scheme [i.e., piece-rates] you knew where you were. If you worked hard you got paid for it. Now it is entirely a matter of whether the instructor likes your face". We do not accept this suggestion of caprice and favouritism on the part of instructors, but we can appreciate that the absence of an objective basis for assessing merit can lead to difficulty and misunderstanding. The fact that measurement of output is difficult for cleaners, kitchen staff and so on is not a reason for abandoning it where it is possible.

85. We explain the other reasons for the bad effects of the present scheme when submitting our proposed changes below.

THE GENERAL LEVEL OF EARNINGS

86. We take the view that the practical criteria on which the level of prisoners' earnings, being small payments wholly incommensurate with normal wages, should be determined are as follows:

- (a) Any prisoner who works reasonably well should be enabled to buy a modest quantity of such goods as are available to him and to make small savings towards such things as Christmas presents for his family.
- (b) Any prisoner who is prepared to exert himself more than the least that is expected of him should be proportionately rewarded and so feel that the extra exertion is worthwhile.

87. Such earnings are in effect pocket money, that is money for spending while in prison. It does not in any way represent the economic value of the prisoners' labour and it is not intended to provide, for example, savings for discharge or any contribution towards the maintenance of the prisoners' dependents. The question whether or not prisoners should be paid substantially higher amounts for such purposes was outside the scope of our inquiry.

88. Accepting for the present purpose that prisoners' earnings are merely pocket money, we have considered whether the average earnings of prisoners meet the criteria suggested in paragraph 86 above. We are satisfied that modest payments are ample, having regard to the needs and desires of the majority of prisoners, and that the prospect of a few shillings a week extra provides a substantial incentive to work hard and well.

89. We have applied the practical criteria described in paragraph 86 above in recommending what the scale of prisoners' earnings should be, and the result is that we have come to the conclusion that the present rates should be

substantially increased. We are glad that this should be so since we consider that there is a case for such an increase on more general grounds. It is arguable that prisoners should be paid the economic value of their labour. Any payments of the order of pocket money must fall far below this. If, however, prisoners are to be given pocket money only, it should at least be adequate pocket money. We cannot so regard the payments at present made to the majority of prisoners.

90. Before we set out our detailed recommendations about rates of earnings, it will be convenient if we first give our views on two features of the present scheme of which we have heard much criticism.

THE LENGTH OF THE BEGINNERS' PERIOD

91. All those with whom we have spoken took the view that the chief cause of the fall in production was the requirement that every prisoner must remain on the minimum rate for the first seventeen weeks of his sentence. We accept this view. The requirement means that for four months a prisoner can be given no incentive to work harder than will avoid a disciplinary charge of idleness, and that during this period there can be no extra reward for skill. Few prisoners will be prepared to exert themselves in these circumstances.

92. We have been unable to find any good reason for so long a beginners' period: apparently its purpose was merely to keep as low as possible the extra expenditure incurred by the increase in the minimum rate introduced under the present scheme. We are convinced that this was false economy and we recommend that the period be drastically reduced. We consider that the sooner a prisoner is given an opportunity of earning a reward for industry the better. If any specified beginners' period be necessary, it should not exceed two weeks.

THE FIXED PRISON AVERAGE

93. We understand that it is the general view of those concerned with the operation of the earnings scheme that the fixed average rate of earnings for each prison (3/6d. for a local prison and 4/- for other prisons) allows too little scope for the reward of merit. We agree with this criticism also. For prisoners who are out of the beginners' period it has come to be accepted, naturally and inevitably, that reasonable effort must be rewarded by a rate substantially higher than the minimum of 2/3d. If, therefore, a prisoner working no more than reasonably well is to be paid, say, 3/-, a fixed prison average of 3/6d. or 4/- (applying only to prisoners out of the beginners' period) leaves very little money for the reward of prisoners working better than the average, or whose skill is higher. The result is that very few prisoners can be paid at or near the maximum rate of 6/-, and, once the higher rates have been fixed, there is no money left—and this is known to prisoners—to reward others who might be prepared to work harder if they knew they could be rewarded for it.

94. In short, the fixed prison average, by severely limiting the scope for incentive payments, results in many prisoners' giving of less than their best. This is uneconomic and bad for the prisoners' training. We understand that the only purpose of the fixed average is to limit to a foreseeable amount the total expenditure on prisoners' earnings. This also is false economy and we recommend that the fixed average should be abolished.

THE MINIMUM RATE

95. We have examined the purchases made by the prisoners at the canteen in Wormwood Scrubs prison during a typical week. We were thus able to form a clear picture of how prisoners spent their earnings.

96. We were impressed by the variety of goods available for purchase and we were informed that goods not normally stocked would be obtained at the request of the prisoners. By far the heaviest purchases were of tobacco and other smoking requisites and it was made clear to us that for most prisoners their earnings were valued in terms of tobacco. There were, however, substantial purchases of various kinds of sweet foodstuffs and a certain amount of money was spent on small presents for the prisoners' families.

97. It seems to us reasonable that the minimum rate of earnings should be fixed so as to allow every prisoner who smokes—and the great majority do smoke—to buy half an ounce of tobacco each week together with the necessary cigarette papers and means of ignition, and have a little left over for other purposes. The present minimum rate is not enough for this and we recommend that it should be increased to 3/- a week.

98. If, as we recommend, the beginners' period is abolished or reduced to two weeks or less, the minimum rate will be less important than it is now. It might, therefore, be argued that a very low rate does not matter on the ground that any prisoner who exerts himself even a little will be paid more. We consider it unwise, however, that a prisoner should, even if it is only for a few weeks after reception into prison, be paid less than would buy him a reasonable quantity of tobacco: this would merely be an encouragement to the "tobacco barons".

THE TOP RATE

99. We consider that the average prisoner working reasonably well should earn not less than about 5/- a week. The extra 2/- over the minimum rate should provide an adequate incentive to make the extra effort. But we hope and expect that the effect of our recommendations will be that most prisoners will make a really good effort and will earn more than 5/-. In order that there should be a sufficient incentive to maximum effort and use of skill, we consider that the top rate should be 10/-. With this scale (3/- to 10/-) we envisage that a considerable number of prisoners should earn about 8/-.

100. We are satisfied that, as pocket money, 10/- a week is an adequate maximum. We think that a scale running from 3/- to 10/- will provide a sufficiently powerful incentive to prisoners to do the best they are capable of, and that, while some prisoners would no doubt put a higher amount to good use, for example, by saving part of it for discharge or by remitting money to their families, many prisoners would merely dissipate it.

METHODS OF FIXING THE EARNINGS OF PRODUCTION WORKERS

101. It is an accepted principle that a prisoner's earnings should be related to the merit of his work, but different views have prevailed at different times on how merit should be assessed. We will consider first the prisoner who is a production worker.

102. In theory the fairest way of judging merit is to estimate the effort the prisoner is making. Output is not necessarily a true measure of effort owing to varying natural capacity, degree of training and experience. A true judgment of merit can therefore, according to this school of thought, be based only on a study of the whole man. Skill may be taken into account but not given undue weight. Effort is all. This, it seems to us, is intended to be the basis of assessing earnings under the present scheme.

103. The changes we have so far recommended would go a long way towards remedying the disadvantages of the present earnings scheme, and it would be possible to effect a considerable improvement while retaining the present relatively subjective assessment of the earnings of prisoners on production work. Nevertheless, we take the view that the earnings of production workers should be primarily related to output.

104. We touched in paragraph 84 on one disadvantage of the present basis of assessment: it is a basis which is neither easily understood by prisoners nor recognised by them to be fair. It is clear to us from such study of prison life as we have been able to make that, while the possible causes of friction between prisoners and the officers of the prison are legion and cannot all be eliminated, it is highly desirable to remove or minimise any cause where it is possible to do so. We therefore consider it important that, in the fixing of individual earnings, justice should not only be done, but should be manifestly seen to be done. Relating earnings to output is likely to be more conducive to good relations between prisoners and prison officers than any other method of calculation, and it provides a better incentive because the reward is more certain.

105. Another point which we have already emphasised is that, if prisoners are to stand the best chance of settling down to honest work on discharge, everything possible should be done to accustom them in prison to conditions of work which are typical of outside industry. They will not find in outside industry any system of wage fixing similar to the one now in operation in prisons, and it would be much better that they should get used to a system of payment by results. This does not mean that under our proposals no special consideration can be given to hard working prisoners of low natural capacity.

106. We do not think it necessary to recommend any single system of relating earnings to output, and indeed it seems probable that no one system would be equally appropriate to every industry in every prison. We are confident that our recommendations will be a sufficient guide to enable the Prison Commission and Scottish Home Department to work out the details of a new scheme.

107. The possibility of a group or shop bonus scheme should be thoroughly examined. Such a scheme may well be the most generally suitable. It would be particularly appropriate to group production, which we would like to see extended in prisons, and would have the advantage that lazy workers would have pressure brought to bear on them by the other prisoners to keep up the output of the group. The system would provide reasonable scope for discretion in the allocation of the bonus to different members of the group: it need not be shared equally among all of them. Special precautions would, however, be necessary to prevent unjust pressure on prisoners whose natural capacity was low.

108. Where for some good reason a group bonus scheme was considered unsuitable, we recommend that individual incentive payments should be reintroduced. Such anomalies as were created by the former piece-rate system were not inherent in the system, but were chiefly due to the way it was operated and the structure of the whole earnings scheme.

109. There are, of course, individual incentive schemes under which each prisoner's earnings can be prevented from rising beyond a fixed maximum (while yet providing a strong incentive), and a group bonus scheme which could be framed to ensure that the cost per unit of production could be prevented from rising or could be progressively reduced.

THE EARNINGS OF NON-PRODUCTION WORKERS

110. We were informed that under the previous earnings scheme, which provided for piece-rate payments for production workers, non-production workers on flat rates were paid relatively too little. Here again this, if true, was not a defect of the system but of the way it was operated. We recommend that the earnings of flat rate workers should be related as accurately as possible to the earnings of production workers of comparable skill and industry. There can be no hard and fast rule in this matter: the methods of fixing the earnings of flat rate workers must be flexible enough to meet what the circumstances require. We do not think that it should be regarded as necessary that the best flat rate workers should earn quite as much as production workers with an exceptionally high output.

DIFFERENTIAL PAYMENTS FOR DIFFERENT WORK

111. We were informed that most prisoners in each prison have decided preferences for certain kinds of employment, with the result that good workers are reluctant to work well on the less popular work. This work may, none the less be both valuable to the Prison Services and a good form of industrial training for the prisoner. We see no reason why such work should not attract higher earnings for comparable effort and skill than the more popular work, even though this may mean that the same work would be differently rewarded in different prisons.

PAYMENT FOR LONGER HOURS OF WORK

112. We understand that some work in prisons entails much longer hours of work than other jobs in the same prison. Kitchen work was given to us as an example. We recommend that, other things being equal, such work should receive a higher reward. It may be, of course, that other things are not equal in that the jobs carrying longer hours are relatively popular, as we understand kitchen work to be. The longer hours must be weighed against the need to make otherwise unpopular work more attractive by higher payments.

113. In framing our recommendations about the level of earnings, we have generally had local prisons in mind. We are, however, aware that the hours of work in central and regional prisons are substantially longer than in local prisons, and that the fixed average is higher. We recommend that, in determining the details of a new earnings scheme, the authorities should again arrange for a higher level of earnings in central and regional prisons.

ADDITIONAL PAYMENTS TO LONG-TERM PRISONERS

114. We are aware that long-term prisoners receive special additions to their normal earnings in the later stages of their sentences. We have not thought it necessary to consider whether there should be increases in these additional payments consequential upon the general increase in earnings which we have recommended. No doubt the authorities will consider this question.

THE COST OF THE RECOMMENDED INCREASES

115. We fully appreciate that our recommendations call for a proportionately very large increase in expenditure on prisoners' earnings, but we have made no attempt to estimate the cost even approximately because we are firmly convinced that, whatever it is, it will be economically justifiable as well as being beneficial to the training of prisoners. We give our reasons for this view.

116. If it is considered that the only purpose of setting prisoners to work is to keep them suitably occupied, to inculcate habits of industry and, as far as possible, to train them in industrial techniques or a trade, then any increase in prisoners' earnings must be justified wholly on grounds other than economic. In fact, however, the work of prisoners is used to produce goods, their own clothing for example, the annual value of which amounts to a considerable sum; and to provide services within the prisons which would otherwise have to be paid for at normal wage rates. (It is rightly considered that these two distinct purposes are fully compatible. Work is good training and ought to be useful and productive). The costs incurred in setting prisoners to work can therefore be justified in two distinct ways: as proper expenditure on the training and rehabilitation of prisoners and as an outlay which should be judged by the same economic criteria as are applied to any industry outside prisons.

117. For the present we will consider the second justification, and for this purpose the chief criterion is the cost per unit of production. A study was made for our benefit of a typical prison workshop, the tailors' shop in Wandsworth prison. This shows that over a recent period the total labour and supervision cost per unit was 14.67d, of which 3.26d was attributable to labour costs and 11.41d to supervision costs. (The supervision costs are here taken to mean only the wages of the instructors, not of the industrial manager, the prison officers or any other staff of the prison or the Head Office of the Prison Commission). Let us suppose that under our recommendations the labour cost per article was doubled. (This, we are confident, is an over-estimate but it errs on the side of caution). If output were to rise 25% (i.e., if the output under the previous earnings scheme were to be restored) the supervision costs would be unaltered and the total labour and supervision costs would become 14.34d, a *saving* of 0.33d per unit. The actual saving would be greater than this, first, because the rise in labour costs has been over-estimated, and, secondly, because there are other constant overheads, incurred solely in connection with the employment of prisoners, such as the heating and lighting of workshops.

118. These calculations apply, of course, only to the earnings of prisoners employed on production work. It is impossible to assess the effect of increased incentives on prisoners employed on other work and paid on flat rates, but it is not unreasonable to suppose that better incentives would produce better work

and make it possible either to reduce the amount of labour needed for this work or to speed up the work. There should thus be some economic return for higher earnings by flat rate workers.

119. It is for these reasons that we are satisfied that the increases in earnings that we recommend are fully justifiable on economic grounds. We also feel sure that the increases will be beneficial to the training of prisoners. We have already expressed the view that the employment of prisoners on work which is typical of that likely to be available to them on discharge, and which is carried out in conditions similar to those of modern industry, is very valuable training and should greatly increase their chances of rehabilitation as honest and useful members of society. But these conditions will not be approached without a considerable increase in the tempo of prison workshops and this increase cannot be achieved without increasing incentives to hard work. We therefore see a rise in prisoners' earnings as an essential part of any attempt to improve the efficiency of prison industries and to make work the very valuable element which it can and should be in the training of prisoners.

VIII. The tailoring and textile industries

120. In this and the next two Sections we give the results of the studies we have made of the major prison industries. We would emphasise that these studies were not detailed and comprehensive but were undertaken soon after we were appointed mainly for the purpose of making ourselves familiar with the problems of prison industries. Nevertheless, we reached certain conclusions which we think should be recorded.

INDUSTRIES INCLUDED IN THE TAILORING AND TEXTILE GROUP

121. The tailoring and textile group of industries has been taken to include the following:

	<i>Number of Prisoners employed in 1960 in England and Wales</i>
Mailbag manufacture (new)	2,527
Mailbag repairs	1,147
Heavy canvas work, other than mailbags	205
Tailoring and repairs	1,019
Needlework, dressmakers and repairers	255
Mats, matting and rugs	761
Mattresses (coir and hair)	236
Weavers (cotton and linen)	162
Weavers (wool)	48
Knitters and repairers	306
Netmakers	63
Shipfender makers	40
Total	<hr/> 6,769 <hr/>

This total represents approximately 60% of all prisoners in workshops.

MAILBAG MANUFACTURE AND REPAIRS

122. This is the largest of all prison industries in terms of prisoners employed. The manufacture of mailbags on machines cannot be said to be unsuitable work for prisoners, though other kinds of work are much better. The hand-sewing of mailbags is, however, to be deprecated. It is poor work and is of no value in preparing prisoners for jobs on discharge. Normally, where prisoners are required to sew by hand with machines standing by idle, this is because, if it were done on the machines, the available work would soon be finished and there is nothing else that the prisoners can be given to do. It is not that there is no other work of any kind, but that there is not enough other work which can be done by so many prisoners in such a small space.

123. We are glad to say that the hand-sewing of mailbags in these circumstances has been much reduced during the past year and we hope that it will disappear for good.

TAILORING

124. This is the next largest prison industry. Its main task is to provide clothing and equipment for prisoners and prisons, but goods are also produced for other Government departments.

125. Tailoring suffers from the drawback that the operations on which most of the prisoners are engaged are performed by women in the industry outside prisons. Closely similar work will not, therefore, be open to prisoners on discharge.

126. On all other grounds, however, the work is highly suitable for prisoners. It is clearly useful (the prisoners themselves wear the clothes produced) and it makes demands on the prisoners' attention, skill and perseverance. It is certainly capable of being organised well in prisons.

127. Only recently has a start been made on organising the industry on good modern lines with group production. Much reorganisation and reallocation of work remains to be done with a view to greater simplification and specialisation.

128. Unless still more suitable work can be developed, we recommend that the tailoring industry should be expanded considerably to cope with the work that is undoubtedly available.

WEAVING

129. About 200 prisoners are employed in England and Wales on weaving cloth used in the prison tailoring industry.

130. Weaving has the disadvantage of requiring a good deal of workshop space for each prisoner employed. Partly because of the need in an overcrowded prison, such as Manchester prison, to find the maximum amount of employment for prisoners in the limited workshop space available, and partly because at present prisoners have little incentive to work hard and well, no prisoner works more than one loom. Efficiency is very low and production behind schedule. There would be some relief of overcrowding if the ancillary processes of beaming and dressing could be performed elsewhere and we understand that this is under consideration.

131. We take the view that weaving is suitable for prisoners in areas where textile training is of value to them on discharge, but not for development elsewhere.

MAT MAKING

132. This industry has been carried on in prisons for very many years. The work is suitable for prisoners but prison workshops are in competition with sheltered workshops for the limited amount of work available, and the industry in prisons in England and Wales has been contracted in order to minimise this. We do not recommend that it be expanded except, possibly, for the manufacture of types of mats not suitable for production in sheltered workshops.

IX. The woodwork industry

133. The work in the industry consists of wood-machining, assembly, general carpentry, and cabinet-making. Many different articles are made, including packing cases, filing cabinets, chairs, cupboards, tables, unit furniture, etc. There are woodwork shops in a number of prisons and about 300 prisoners are employed in England and Wales.

134. The woodwork industry meets many of the requirements of the Prison Services and carries out orders for other Government departments in so far as the remaining capacity of the industry permits. Most of the work is for the Prison Services.

135. Woodwork is purposeful work which has a satisfactory visible result. We were not surprised that it is popular with prisoners. A point which we should like to emphasise is that it is work which provides opportunity for the development of good personal relations between prison officers and prisoners. We attach importance to this.

136. Much of the work is typical of work in modern industry and there should be no difficulty in adopting in prisons the methods of organisation found in outside industry. We cannot say, however, that there would be enough jobs in outside industry for all discharged prisoners who had worked in woodwork shops in prisons.

137. In the woodwork industry there is much simple repetitive work involving the operation of modern machinery. This work can be done after only a very short period of training. There is also some skilled work which could be performed by suitable prisoners.

138. It is clear that there is no shortage of work for the industry. The requirements of the Prison Services are considerable and the other Government departments, such as the Ministry of Works, could give very large orders to prisons for such articles as office furniture. There would be no need to seek work outside the Government field to meet the requirements of any likely expansion of the industry in prisons. Although woodwork is carried on in some sheltered workshops, we are satisfied that there is enough work available for both sheltered workshops and for an expanded industry in prisons.

139. The only disadvantage of the industry is that it requires a good deal of workshop space for each prisoner employed. With the present shortage of workshop space this limits the suitability of the industry for local prisons in their present overcrowded state, but the space required for woodwork is not exorbitant and the industry might well find a place in the new prisons and in the existing local prisons when they cease to be overcrowded.

140. Subject to this, we consider woodwork to be highly suitable work for prisoners and we recommend that the existing industry should be greatly expanded. The first step, however, is to improve its efficiency. Here again the machinery already provided is very good, but the methods of production need to be brought into line with modern practice, the standards of supervision and inspection should be raised, and the efficiency of production management should be greatly increased.

X. The engineering and allied industries

INDUSTRIES INCLUDED IN THE ENGINEERING GROUP

141. For convenience we have interpreted the term widely to include the following:

	<i>Number of Prisoners employed in 1960 in England and Wales</i>
Fitting	56
Foundry Work	19
Blacksmithing	72
Tinsmithing	96
Tubular Steel Work	22
Metal recovery	1,000 (approx.)
Printing.. .. .	41
	<hr/>
Total	1,306

FITTING, FOUNDRY WORK AND BLACKSMITHING

142. It will be seen that only a small number of prisoners are employed as fitters, foundry workers and blacksmiths. The work is of limited value for prisoners. The main limiting factor is that there appear to be relatively few prisoners who are capable of learning to become sufficiently skilled workers. In addition, it would be difficult to organise production on a scale which would enable competitive prices to be achieved. This means that there is only a small market open to the products of these industries. Moreover, the capital cost of equipment is high in relation to the number of prisoners employed, and the amount of workshop space required is considerable. We therefore consider that these industries are best confined to prisons where there is a better class of prisoner who can and should be taught a skilled trade, and where a fair amount of workshop space is available. In other words, these industries are suited to central and regional training prisons rather than to local prisons.

TINSMITHING

143. A number of different articles, including dustbins, bowls and boxes of various kinds, are made both for prison use and for other Government departments.

144. Tinsmithing seems to us to have several advantages as a prison industry. It is clearly useful work which has a satisfactory visible result, and the processes are typical of those in modern industry. There is a reasonable prospect of more work from other Government departments than that which is undertaken at present. The expansion of tinsmithing in prisons is unlikely to affect appreciably the interests of outside industry.

145. There are, however, certain difficulties in obtaining more work from other Government departments. The prisons would find it hard to compete

with private firms in the production of articles for which there is a big general demand, since the prisons have to operate on a far smaller, and hence less economic, scale. Many of these articles are manufactured by expensive press tools.

146. We do not, however, consider that it need be uneconomic for prisons to acquire press tools. The essential conditions of doing so are that the orders are sufficiently large to keep the machines in constant use, and that there is an assurance of a continuing demand.

147. One of the disadvantages of the production of metal goods as a prison industry is that at present it takes prisoners several months before they become reasonably proficient. Only a short period of training would, however, be necessary before prisoners could operate press tools.

148. Some articles require tinning or galvanising. There are obvious dangers in introducing acid baths into prisons, though we are not convinced that they are insuperable: it should be practicable to ensure that only trustworthy prisoners had access to the baths. Alternatively, the prison authorities might follow the common practice in industry of putting galvanising out to contract.

149. On the whole, therefore, we are of the opinion that this type of work can and should be developed further.

TUBULAR STEEL WORK

150. At present only a small number of prisoners are employed on this work, and the only articles being produced are beds for use in prisons. Consideration is, however, being given to the possibility of producing tubular steel furniture for prison use.

151. We understand that the Ministry of Works have a recurring requirement for tubular steel chairs in five basic types, some of which might be suitable for manufacture in prison workshops. We suggest that the prison authorities consider whether these chairs could be produced at a competitive price.

152. We think it probable that, if the industry were efficiently organised, orders for other tubular steel products might be obtained from other departments. For example, the War Office is likely to have a considerable demand for tubular steel beds. We recommend that this and similar possibilities be explored.

153. We regard the tubular steel industry as very suitable for expansion. It provides useful productive work typical of modern industry. It makes no exorbitant demands on workshop space. Many prisoners should be capable of learning in a short space of time the simple techniques of machine management that would be required. And there is unlikely to be much difficulty in finding enough key workers for the few jobs needing greater skill. If, however, the industry is to be expanded in order to meet large orders for tubular steel chairs and similar articles, like the other industries we recommend for expansion, it will need efficient organisation to meet the customers' requirements.

METAL RECOVERY WORK

154. This work includes cable stripping, engine dismantling and the breakdown of meters for private firms and the breakdown of meters for the General Post Office.

155. Cable stripping involves cutting the cable into convenient lengths, stripping off the outer covering, extracting the copper and lead, and sorting it into grades. About half this work can be done by machines and the other half has to be done by hand.

156. A rather different kind of recovery work consists in the dismantling of internal combustion engines. This involves the use of a variety of tools and could be organised on a kind of reversed production line. This work is useful training for prisoners in the use of tools. On the other hand, it is not an economic process since it is cheaper to cut the engines up.

157. These types of recovery work are suitable for active prisoners only, but the breakdown work for the General Post Office, involving as it does the handling of small articles, is suitable for prisoners restricted to sedentary work.

158. We have no hesitation in recommending the expansion of recovery work, especially in local prisons. It is active work which, we were informed, appeals to many prisoners. Since it has been introduced into Liverpool prison the improvement in morale in the workshop has been very noticeable. Prisoners can do the work with very little training. It does not take up a great deal of workshop space and little capital expenditure is required. We should like to see recovery work substituted for all unnecessary hand-sewing of mailbags.

THE PRINTING INDUSTRY

159. In 1960 there were on average about 40 prisoners employed in three printing shops, which are located at Maidstone, Leyhill and Chelmsford prisons. There were also about 130 prisoners employed in the related bookbinding industry.

160. The prison authorities take the view that the printing industry is a practicable proposition only at prisons where there is a better class of prisoner serving a long sentence. If the work is to be done efficiently the initial training period cannot be short.

161. We understand that there is some additional work, by way of the printing of simple forms, etc., which Her Majesty's Stationery Office could give the prisons to do, but that the amount of such work is limited.

162. We believe that the printing industry is very suitable for central and regional training prisons, but that the scope for expansion is limited and that it is unsuitable for introduction into local prisons.

XI. Local advisory committees on the employment of prisoners

163. A few years ago, largely on the initiative of the Industrial Adviser to the Prison Commission, informal committees were formed at Liverpool, Manchester and Birmingham comprising industrialists and other persons who were interested in the problem of finding suitable work for prisoners in the local prisons in those cities. The committees have co-operated with the governors and staff of the prisons for this purpose, but have not been given any formal recognition. We were asked to consider the functions, constitution and terms of reference of such committees and to make recommendations.

THE VALUE OF LOCAL COMMITTEES

164. We are in no doubt that local committees can be of considerable assistance in connection with the employment of prisoners. They can help to promote a wider understanding of the need of prisoners for suitable work and can form a valuable link between local industry and the industries of each prison. While we do not suggest that local committees should have any responsibility for the employment of prisoners on release, the spread of knowledge of, and interest in, prison industries must help to establish a more favourable climate of opinion towards the employment of ex-prisoners.

165. We consider that there is a clear case for local committees at the larger prisons which are situated in industrial areas; but we are less sure in our minds about the smaller prisons. An important consideration is that it would do more harm than good to set up committees which could be given little to do. We cannot go further than to recommend that committees should be established where circumstances warrant.

MEMBERSHIP

166. We have considered the question whether the membership of local committees should be drawn only from industry or should be more widely representative of the local community. There are other local bodies, notably visiting committees and boards of visitors, which provide a link between the local community and the prison for general or particular purposes, and it is necessary to avoid the possibility that with a widely drawn representation local employment advisory committees would tend to overlap the functions of these existing bodies. The employment committees will be solely concerned with employment and prison industries and we consider that it is neither necessary nor desirable for other than industrial interests to be represented on these committees.

167. We accordingly recommend that the committees should comprise local industrialists, any other persons who may be able to provide work for prisoners and representatives of trade unions. Both sides of industry should, therefore, be adequately represented and in particular there should be a sufficient number of employers to ensure that the problems of prison employment are made known to all who may be able to provide suitable work.

168. We suggest that consideration be given to the desirability of appointing a member of the visiting committee or board of visitors concerned to be a member of each local committee.

169. We consider it desirable that a representative of the Ministry of Labour should be associated with each committee and attend all meetings. The governor of the prison and other officers (e.g. the industrial manager) should attend all meetings of the committee and the steward should be the secretary. It would, however, be undesirable for any officer of the Prison Services to be a member of a committee.

THE APPOINTMENT OF MEMBERS

170. We recommend that the Chairman of the Prison Commission should appoint the chairman and members of each local committee and that subject to reappointment service should be limited to a period of three years.

FUNCTIONS

171. We recommend that local committees should be advisory bodies with functions falling into two broad categories: (i) to advise technically and generally on the organisation of work for prisoners; and (ii) to help where appropriate in getting more work for prisoners.

172. Local committees should meet at fairly regular and frequent intervals. Irregular and infrequent meetings may lead to dissipation of interest. On the other hand meetings should not be held unless there is a reasonable amount of business to transact. As a general rule meetings should be held about once a quarter.

173. Each committee should be required to produce an annual report surveying the year's work and containing an assessment of the current state of affairs as regards the employment of prisoners in the prison. Committees should be encouraged to prepare special reports when circumstances warrant it.

174. We consider it important that committees should not become too large for the efficient transaction of business and we therefore recommend that committees should not be given general power to co-opt additional members. Non-members should, however, be allowed to attend meetings when their presence would be useful. As the appointments to membership of the committees are to be made on a personal basis, we recommend that members should not be permitted to send deputies to meetings: the widespread practice in some committees of members' allowing themselves to be represented by non-members would obviously weaken the effectiveness of the committees. Where members find themselves continually unable to carry out their duties, it is contemplated that they will inform the Commissioners accordingly.

175. We recommend that those members who wish to do so should be able to claim reasonable expenses incurred in attending meetings.

RELATIONSHIP WITH THE ADVISORY COUNCIL ON THE EMPLOYMENT OF PRISONERS

176. We recommend that the Advisory Council should receive copies of all reports by local committees and that the Secretary of the Council should keep the Council informed of important matters discussed by local committees.

177. It is essential that committees are kept informed of the work of the Advisory Council. We consider that this may best be done by members of the Council reporting personally to local committees.

XII. Work for prisoners in Scotland

178. Most of what we have said so far in this report applies to Scotland as well as to England and Wales. In this Section we give a brief account of the organisation of work for prisoners in Scotland, and indicate some small differences peculiar to that country. In general it may be said that similar problems arise in Scotland but on a smaller scale.

CLASSES OF PRISONS

179. There are nine prisons in Scotland under the control of the Prisons Division of the Scottish Home Department. Most of these have to house several different classes of prisoners and all except two receive prisoners direct from the courts as local prisons do in England and Wales. The two exceptions are Peterhead and Penninghame. Prisoners with longer sentences classified as recidivists are sent from other prisons to Peterhead, while Penninghame is an open prison to which selected long-term and medium-term prisoners are sent after observation.

CHARACTER OF THE PRISON POPULATION

180. The number in custody in 1959 reached a peak of 2,987, but fell to 2,768 on 31st December of that year. This was made up as follows:

	<i>Males</i>	<i>Females</i>
Convicted Prisoners	1,914	61
Untried Prisoners	272	13
Borstal Inmates	449	38
Preventive Detainees	4	—
Corrective Trainees	12	—
Others	5	—
	<hr/> 2,656	<hr/> 112
	<hr/> 2,768	

181. The daily average population for 1959 was 2,866, of which 2,046 were convicted ordinary prisoners. This figure was made up as follows:

<i>Length of Sentence</i>	<i>Number</i>
Less than six months	872
Six months and less than 2 years	718
Two years and over	456
	<hr/> 2,046

DIFFERENT KINDS OF EMPLOYMENT

182. In 1959 the inmates who were available for employment were employed as follows:

Manufacturing	1,650
Vocational and industrial training	28
Works Department	209
Domestic services	443
Farms and gardens	135
Outside work	36
	<hr/> 2,501

THE ORGANISATION OF PRISON INDUSTRIES

183. This is similar to the organisation in England and Wales but is naturally smaller. Control is exercised by the Supervisor of Industries and Training, who advises the Director of Prison and Borstal Services on industrial employment (including agriculture) and training. Under the Supervisor are a deputy, one technical officer and four industrial managers. The industrial managers, each of whom is responsible for a number of establishments, are directly responsible to the Supervisor for industrial control and liaison on all matters relating to industrial employment and training, but they are responsible to governors when questions arise relating to security and discipline in the course of employment. The industrial managers also advise stewards on technical, industrial and stores matters.

184. Industrially Scotland is beset with the same difficulties as England and Wales except that overcrowding is confined to two prisons and there is no serious problem in regard to recruitment of prison officers. There are similar problems in achieving efficiency in conditions of security with a small industrial staff and limited workshop accommodation, and in competition with all the other prison activities. Prisoners' hours of work are on an average longer than in England since the smaller numbers reduce the time spent on non-industrial activities, such as searching and movement about the prisons. On the other hand the need for segregating small groups of different classes of prisoners in the same prison creates greater difficulty in Scotland than in England and Wales.

THE SUITABILITY AND AVAILABILITY OF WORK

185. Work suitable for prisoners in England and Wales is generally suitable for prisoners in Scotland. Our recommendations therefore apply equally to Scotland. There is a need and scope for the expansion of the sort of work which is common in industry, both north and south of the border, and to which we have referred in paragraphs 46 and 47. In Scotland, however, the provision of unskilled work suitable for short-term prisoners is not a great problem. Domestic work in prisons, such as cleaning, and work ancillary to the main industries occupy many of the unskilled short-term prisoners, though there is a tendency to employ more prisoners than are necessary on some of the domestic work. This practice is to be deprecated as it encourages a slow tempo, and it would be much better to enlarge the workshops so that more prisoners could be employed on production work. We have referred briefly in paragraph 48 to work for short-term prisoners. For long sentence prisoners in Scotland, of whom there are not many, a certain amount of skilled work is needed.

JOB TRAINING

186. Our recommendations on job training, and the emphasis we have placed on the importance of this, apply to Scotland also, but we ought to say in passing that Scottish industries have already shown appreciation of the value of Training Within Industry: a member of the industrial staff, having himself received the necessary training, is now passing on his knowledge to all the industrial instructors.

PRISONERS' EARNINGS

187. The existing prisoners' earnings scheme is similar to that in operation in England and Wales except that the beginners' rate averages 2/3d. a week (instead of being fixed at this amount) and a modified piece-work system is being operated. We suggest that the Scottish scheme, as well as that for England and Wales, be reviewed in the light of our views and recommendations.

TAILORING

188. Scottish prisons, as well as making their own prisoners' clothing, have for many years produced their own male and female officers' uniforms. This high grade industry is to be extended as soon as planned workshop accommodation is ready.

WOODWORK

189. We note with approval that woodwork is being expanded and that the mechanisation of the industry is being started.

ENGINEERING

190. There is at present no engineering shop in a Scottish prison, but a new general engineering and electric welding shop is under construction. We suggest that the Scottish Home Department keep in touch with the English Prison Commission regarding the development of tubular steel work in prisons.

METAL RECOVERY

191. The recovery of lead and copper from cable is being carried out for the General Post Office and the National Coal Board who have for several years supplied all the work of this kind that Scottish prisons can take. The expansion of recovery work could with advantage be considered when more workshop accommodation is available.

BOOKBINDING

192. There are no printing shops in Scotland but there is one useful book-binding shop at Perth for long-term first offenders and non-recidivists.

NET MAKING

193. The manufacture of trawl net pieces in Aberdeen is excellent work: it is clean, physically satisfying and constructive and provides useful training for prisoners from trawl fishing areas.

XIII. Summary of findings and recommendations

(1) *CONDITIONS IN PRISON INDUSTRIES (SECTION II)*

In local prisons the overcrowding of prisoners in old buildings, together with the shortage of staff and other factors, makes it very difficult at present to set prisoners to suitable work for a reasonable working week. The very large prison building programme gives hope for the future, and even in present conditions there is room for considerable improvement in the employment of prisoners. In other prisons the situation is more favourable.

(2) *THE PURPOSE AND VALUE OF WORK IN PRISONS (SECTION III)*

Prisoners, like everyone else, ought to work and their working week should be about the same as in modern industry. Suitable work, if properly organised, can play a most valuable part in the general training of prisoners by equipping them to earn an honest living on discharge. To do this, however, it is essential that prison industries should be well-organised in accordance with modern industrial practice.

(3) *SUITABLE WORK FOR PRISONERS AND ITS AVAILABILITY (SECTION IV)*

Suitable work for prisoners must fulfil a number of conditions, the most important of which are that it should be purposeful, typical of work in modern industry and capable of being learned during a short period of training.

If suitable work for all prisoners is to be provided and organised efficiently, and if they are all to be employed for a normal working week, much more work is needed. We are confident, however, that it can be found by meeting more of the requirements of other Government departments. The extra work needed would not form more than a tiny fraction of the work of the total working population of the country.

There is also room for some expansion of the work done in prisons for private employers at market rates.

(4) *THE ORGANISATION OF PRISON INDUSTRIES (SECTION V)*

In spite of the special difficulties in prisons, the efficiency of prison industries can and should be raised considerably. This is partly a matter of improving production management, job training, incentives, etc., and partly a matter of general prison administration.

(5) *JOB TRAINING (SECTION VI)*

We recommend that more attention should be paid to the training of prisoners for work in prisons and we make some suggestions for improving this.

(6) *PRISONERS' EARNINGS (SECTION VII)*

We recommend that higher rates of earnings should be paid to prisoners, and that earnings should as far as possible be related to output. We make detailed recommendations for amendments to the present prisoners' earnings scheme.

(7) THE MAJOR GROUPS OF PRISON INDUSTRIES (SECTIONS VIII, IX AND X)

We report on the three major groups of prison industries, viz., the tailoring and textile industries, the woodwork industry and the engineering and allied industries, with particular reference to their suitability as prison industries and the scope for expanding them.

Tailoring we consider to be a very suitable prison industry and we recommend its expansion (Section VIII).

Weaving is suitable for prisoners in areas where textile training is of value to them on discharge, but not for development elsewhere (Section VIII).

Mat making is a suitable industry but should not be expanded at the expense of work for sheltered workshops (Section VIII).

The manufacture of mailbags on machines is suitable work but we strongly deprecate the hand-sewing of mailbags (Section VIII).

Woodwork, which consists of wood-machining, assembly, general carpentry and cabinet-making, is a highly suitable industry for prisoners where there is sufficient workshop space. Subject to this we recommend that it be expanded (Section IX).

Fitting, foundry work and blacksmithing is suitable only for the small number of prisoners who possess, or can acquire, the necessary skill (Section X).

Tinsmithing is suitable work and should be expanded if certain difficulties of organisation and equipment can be overcome (Section X).

Tubular steel work has considerable possibilities for expansion (Section X).

Metal recovery work is very useful for short-term prisoners and we recommend that it be substituted for all unnecessary hand-sewing of mailbags (Section X).

The printing industry is very suitable for long-term prisoners in central and regional prisons but not for introduction into local prisons (Section X).

(8) LOCAL ADVISORY COMMITTEES ON THE EMPLOYMENT OF PRISONERS (SECTION XI)

We recommend that advisory committees on the employment of prisoners should be set up at the larger prisons in industrial areas. Each of these committees should draw its membership from both sides of industry in the area of the prison. It should be an advisory body with functions falling into two broad categories: (i) to advise technically and generally on the organisation of work for prisoners in the prison concerned; and (ii) to help where appropriate in getting more work for prisoners. It should be kept in touch with the work of this Council.

(9) WORK FOR PRISONERS IN SCOTLAND (SECTION XII)

The organisation of prison industries in Scotland follows the English pattern very closely. The conditions are similar and our recommendations in general apply to Scotland as well as to England and Wales.

Signed on behalf of the Council

G. W. ANSON (*Chairman*).

G. EMERSON (*Secretary*).